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United Nations Development Fund for Women Multi-year funding framework, 2004-2007*

Summary

The UNIFEM multi-year funding framework (MYFF), 2004-2007, provides strategic policy and management direction for UNIFEM to increase development effectiveness, strengthen strategic partnerships and mobilize resources for the next four years. The MYFF builds on achievements and lessons learned from previous Strategy and Business Plans, as well as relevant decisions 2000/7 and 1997/18 of the Executive Board of UNDP/UNFPA. It highlights the importance of UNIFEM work in the United Nations system as a catalyst and innovator that promotes gender equality in line with national priorities and regional and global commitments. Opportunities to mainstream gender equality in the context of United Nations reform and national-level coordination mechanisms are emphasized in this plan. The MYFF is guided by priorities set out in the Beijing Platform for Action, the Convention on the Elimination of All Forms of Discrimination against Women, Security Council resolution 1325, and the Millennium Development Goals.

The MYFF contains a strategic results framework that highlights four key goals to which all UNIFEM programmes will contribute: (a) reducing feminized poverty and exclusion; (b) ending violence against women; (c) halting and reversing the spread of HIV/AIDS among women and girls; and (d) achieving gender equality in democratic governance in times of peace as well as in recovery from war. UNIFEM will assess progress by monitoring a concise set of outcomes and indicators that signal changes toward gender equality at macro, meso and micro levels.

The UNIFEM MYFF recognizes the importance of continuing to improve effectiveness while maintaining a small and focused team that can provide technical expertise and catalytic support in areas of the Fund's comparative advantage. As such, the integrated resources framework calls for an increase in core resources over the next four years, reaching $40 million by 2007.

Elements of a decision

UNIFEM looks forward to the guidance and endorsement of the Executive Board of UNDP/UNFPA in response to the strategic directions and priorities set out in the MYFF, 2004-2007, and to its willingness to recommend that full support is made available to cover the resources needed to carry out this plan.

* The collection of data required to present the Executive Board with the most current information has delayed submission of the present document.

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Contents

Chapter		Pages
I.	Introduction	3
II.	Contextual analysis	7
	A. Growing coordination and coherence in development assistance	7
	B. Global agreement on the importance of achieving gender equality	8
III.	UNIFEM multi-year funding framework, 2004-2007	9
	A. Overview	9
	B. Strategic results framework	9
	C. Key tools and strategies	15
IV.	Meeting demand and making choices	16
V.	Managing for results and effectiveness	17
VI.	Integrated resources framework	19
	Annex	
I.	UNIFEM strategic results framework, 2004-2007	23
II.	Framework for organizational effectiveness and managing for results	25
III.	UNIFEM cross-cutting tools and strategies	27
IV.	UNIFEM as a catalyst for gender mainstreaming	30

I. Introduction

1. Women's empowerment and gender equality are central to all development priorities and have gained credence and commitment in the 27 years since the United Nations Development Fund for Women (UNIFEM) was established. Most recently, the Millennium Declaration of 2000 and the Millennium Development Goals (MDGs), endorsed by all United Nations Member States, strongly affirm gender equality and women's empowerment as goals in their own right, as well as prerequisites to achieving all the other goals.

2. The UNIFEM multi-year funding framework (MYFF), 2004-2007, provides strategic direction and a broad plan for UNIFEM to increase development effectiveness, strengthen strategic partnerships, and mobilize resources for the next four years. It continues to highlight the key constituencies for UNIFEM expertise and innovation: governments, women's organizations and networks, and the United Nations system. The Fund's ability to facilitate and strengthen these partnerships remains fundamental to future strategies. UNIFEM promotes the promising solutions developed by these gender equality advocates and knowledge networks to influence and sustain progress toward gender equality at national, regional and global levels.

3. In its decisions 97/18 and 2000/7, the Executive Board of UNDP/UNFPA endorsed the two previous UNIFEM Strategy and Business Plans for 1997-1999 and 2000-2003. The present MYFF builds on the achievements and lessons learned from those Strategy and Business Plans (see box 1). As in the past, a strategic results framework (SRF) (see annex I) and its four goals, which build on the thematic areas of the two previous plans, will guide UNIFEM.

Goals of the UNIFEM strategic results framework

- Reduce feminized poverty;
- End violence against women;
- Halt and reverse the spread of HIV/AIDS among women and girls; and
- Achieve gender equality in democratic governance in times of peace as well as in recovery from war.

4. The goals guide UNIFEM technical collaboration and are aligned with priorities set out in the Millennium Declaration, the Beijing Platform for Action, the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), and Security Council resolution 1325.

5. The MYFF highlights the continuing need for UNIFEM to be a *catalyst* and *innovator* in the United Nations system. At the mid-term review of the previous Plan, 2000-2003 – which took place during the second regular session 2002 of the Executive Board – the Board in its decision 2002/20 encouraged the Fund to work closely with the United Nations Development Group (UNDG) and UNDP to ensure that the gender dimensions of the Millennium Declaration were applied throughout the United Nations system. UNIFEM will continue to prioritize the mainstreaming of gender within Secretary-General's reform agenda, through the common country

assessments (CCA), the United Nations Development Assistance Framework (UNDAF), and other mechanisms aimed at increasing coordination and joint programming among United Nations organizations. It will build on decision 2000/7 – in which the Board recommends that UNIFEM be included among organizations to which execution responsibility for UNDP projects and programmes can be entrusted – and the positive experiences of the last four years in order to strengthen synergy between the two organizations further.

6. The present MYFF, 2004-2007, highlights changes in strategies that will help to achieve greater development effectiveness. In most cases, UNIFEM is called on for its technical expertise and innovation on the gender dimensions of specific issues – rather than for the provision of basic gender analysis or institutional mainstreaming support. This MYFF will focus and strengthen the Fund's role as enabler and facilitator, and reduce its direct involvement in generic gender training. It highlights a limited number of outcomes and cross-cutting tools that will guide the Fund's work while placing a higher priority on bringing a gender equality perspective to coordination mechanisms, such as the poverty reduction strategies and MDG processes.

7. Limited budget and staffing, in the face of increasing demand for its technical services, require UNIFEM to hone its technical expertise and innovation in the most cost-effective and sustainable way. The Fund relies on its specialized staff – including its small network of 15 sub-regional programme offices – with expertise in gender equality and the thematic areas. This MYFF realigns UNIFEM organizational capacities and structures and its products and services. It proposes stronger action to link innovation to United Nations reform mechanisms on the ground, to seize opportunities from the 10-year review of the Beijing Platform for Action, and to maximize use of the new Enterprise Resources Planning (ERP) system. UNIFEM estimates that an increase in core resources is needed over the next four years – reaching $40 million annually by 2007 – to improve its effectiveness while maintaining a small and focused team of experts (see the integrated resources framework (IRF), section IV for more information).

8. This document reviews how the UNIFEM mandate continues to influence its strategic directions, provides a contextual analysis, and describes the strategies, tools and partnerships needed to achieve SRF and IRF goals. It describes how UNIFEM will strengthen its capacity to manage for results and monitor its effectiveness.

The innovative and catalytic mandate of UNIFEM

General Assembly resolution 39/125 established the Fund and defined its role in supporting the fulfillment of commitments to gender equality. The mandate guides the Fund to:

- Support *innovative* and *experimental* activities benefiting women in line with national and regional priorities;
- Serve as a *catalyst* in order to ensure the involvement of women in mainstream development activities, as often as possible at the pre-investment stage; and
- Play an *innovative and catalytic* role in relation to the United Nations system of development cooperation.

Box 1. Progress, gaps and lessons from the UNIFEM Strategy and Business Plans, 2000-2003 and 1997-1999

Box 1 provides a summary of achievements and lessons that emerged from multiple assessments and stakeholder consultations to gauge progress toward the five goals highlighted in previous UNIFEM Strategy and Business Plans.

Goal 1. Increase options and opportunities for women, especially women living in poverty, through focused programming in three thematic areas: (a) Enhancing women's economic security and rights; (b) Supporting women's leadership in governance, peace-building and post-conflict reconstruction; (c) Promoting women's human rights and eliminating violence against women, especially in the context of the HIV/AIDS epidemic. Two outcomes, cutting across the three thematic areas, relate to achievement of this goal:

- UNIFEM contributed to *a stronger environment for gender equality through supporting improved or new legislation, policies, and commitments at all levels.* UNIFEM tracked more than 170 instances to which it brought expertise and convened civil society, government and United Nations networks to seize opportunities. These ranged from mainstreaming a gender and human rights dimension at the global level in the United Nations General Assembly Special Session (UNGASS) on HIV/AIDS in New York in 2001, to strengthening protection for women migrant workers in Jordan by bringing the Governments of Jordan and the Philippines together to forge an agreement; to piloting gender-responsive budgeting, resulting in commitments from municipal leaders in Cuenca, Ecuador to increase by 15 times their allocations to gender equality programmes.

- The Fund had a direct impact on *enhancing effectiveness of partner and intermediary organizations to advocate for gender equality in programmes and policies*. Through cost-effective arrangements – memoranda of understanding (MOU), implementing partner agreements, and catalytic grants – UNIFEM provided technical support or seed funding to more than 300 government, non-governmental organization (NGO), and multi-lateral organizations and networks worldwide. Networks to influence macroeconomic policies in Latin America and Africa have been strengthened. In Africa these include: the Network for African Women Economists, the Horn of Africa Women's Knowledge Network (HawKNET), the Gender Caucus for the World Summit on the Information Society (WSIS), the East Africa Gender Budget Network, the Regional Platform on Women's Land Rights in Southern Africa, and the Southern African Development Community (SADC) Regional Women's Parliamentary Caucus. These networks expand influence on regional and national institutions and priorities, such as the New Partnership for Africa's Development (NEPAD) and the poverty reduction strategy papers (PRSPs).

Goal 2. Strengthened partnerships with United Nations organizations in supporting and monitoring progress toward gender equality. UNIFEM prioritized opportunities emerging from United Nations reform (e.g., CCA/UNDAFs), thematic areas around which United Nations organizations are converging (e.g., HIV/AIDS, post-conflict reconstruction), and linking innovation from the ground to United Nations processes

(e.g., gender-responsive budgeting to MDG and PRSP initiatives). It supported stronger gender equality inputs into more than 40 CCA/UNDAF exercises (including by influencing the indicators and quality assurance systems at the global level). Collaboration with UNDP has grown steadily, with 56 UNDP countries offices reporting partnerships with UNIFEM in 2002. UNIFEM benefited from growing partnerships with UNFPA and the Joint United Nations Programme on HIV/AIDS (UNAIDS) throughout the period.

Goal 3. Increased UNIFEM effectiveness through strategic partnerships and incorporating the principles of a learning organization. UNIFEM tracked nearly 50 instances in which governments, United Nations organizations or large NGOs replicated or scaled up the innovative efforts that the Fund supports. Its launch of a biennial flagship publication in partnership with UNFPA, *Progress of the World's Women*, has been a powerful vehicle for stimulating internal coherence and heightening interest in improving national and regional tracking mechanisms.

Goal 4. Enhanced administrative and management systems to support programming better. Progress has been made, in partnership with UNDP, towards improving the information technology infrastructure, financial management systems, and human resources management. Introduced in 2004, the ERP system should result in greater efficiency and better management (see paragraph 42). Good progress has been made towards revising the UNDP-UNIFEM Operational Guidelines to improve collaboration between the organizations.

Goal 5. Expanded and diversified resource base. The total UNIFEM resource base reached $134.1 million in the previous Strategy and Business Plans, 2000-2003, against a projection of $142.5 for the period. The gap is a result of a shortfall in regular resources, which grew to $82.9 million (against a projected $88.1 million). Even with the shortfall, regular resources increased 43 per cent from the preceding four-year period (1996-1999). Cost-sharing surpassed estimates, reaching $43.4 million against a projected $42.4 million. If the (approximately) $5 million in funds that UNIFEM managed through execution of projects for other United Nations organizations had been reflected in the sum, UNIFEM would be even closer to its original estimates. An increase in core resources to $40 million by 2007 will provide the Fund with the flexibility needed to respond to new opportunities and a secure resource base on which to plan (see paragraphs 44 to 53).

The contextual analysis in paragraphs 8 to 11 outlines a broader perspective on the factors that influence UNIFEM work. The lessons below emerged from UNIFEM assessments of past performance. UNIFEM must retain its flexibility, responsiveness and creativity – identified by partners as unique and valued – while ensuring that the reach and scope of programming are in line with capacity and demand.

Lessons influencing the MYFF 2004-2007

• *Coherence, relevance and sustainability.* Internal reviews highlight that UNIFEM has moved from individual, isolated projects to a more effective programme approach that brings about systemic change. UNIFEM, however, needs to hone further the criteria that guide the choice, location and focus of programming, thereby enabling the Fund to seize those opportunities offering the greatest levers for change towards gender equality. For instance, in the previous plan, CCAs and

UNDAFs were prioritized at the expense of PRSPs (see paragraphs 34 and 35 for criteria). UNIFEM is developing a select and strategic range of products and services to offer partners.

• *Capacity.* United Nations partners, government ministries and women's groups often expect UNIFEM to have a comparable amount of resources as other United Nations funds and programmes, while donors want the Fund to remain small and catalytic. UNIFEM can increase its reach without expanding its presence by more systematically supporting knowledge and action networks to respond to demand. Ongoing capacity-building for staff and partners will enable them to offer relevant, rapid responses that will help to strengthen the gender equality dimensions of policy and programming coordination mechanisms. UNIFEM will re-profile its 15 sub-regional programme offices and small team of specialists in New York to ensure that they are best positioned to deliver on the results committed to in the new MYFF.

• *Strategic partnerships.* Only strong and strategic partnerships that ensure follow-up can sustain the innovation and experimentation that UNIFEM supports. UNIFEM has learned that where these partnerships are lacking, it builds expectations of longer-term commitments that cannot be fulfilled. Given its limited presence and budget, the Fund needs to clarify and strengthen further its collaboration with UNDP and other United Nations organizations, including in consultation with other United Nations technical support services, such as the UNDP subregional resource facilities (SURFs). It also needs to deepen partnerships with academics, a broader range of non-governmental organizations (NGOs), and socially responsible private sector partners.

• *Managing for results and organizational effectiveness.* Results-based management has focused and guided the work of UNIFEM since 1997. But the SRF needs strengthening through better qualitative and quantitative indicators, because numbers alone cannot measure progress towards gender equality. At the same time, an improved framework – in tandem with tools and incentives for organizational effectiveness – is needed to enhance coherence and internal accountability (see annex I and II for the SRF and performance goals.)

II. Contextual analysis

A. Growing coordination and coherence in development assistance

9. The Secretary-General set out his vision for United Nations reform in document A/57/387, Strengthening of the United Nations: an agenda for further change: report of the Secretary-General. That vision emanates from the Charter of the United Nations, emphasizing international peace and security, and promoting social progress, better living standards and human rights. The reform agenda includes: (a) aligning United Nations priorities with those established in the Millennium Declaration and at United Nations world conferences; (b) promoting and protecting human rights as a requirement for world peace; and (c) coordination to enable United Nations funds, programmes and specialized agencies to pool resources and undertake joint programming (i.e., CCA/UNDAF, simplification and harmonization). Other collaboration mandates include sector-wide approaches

(SWAPs) and poverty reduction strategies that identify policy priorities at the national level.

10. These coordination mechanisms point to the need for UNIFEM as a catalyst and provider of expertise in gender equality. The emphasis on human rights in all United Nations development cooperation provides a strategic opportunity for UNIFEM to strengthen the capacity and accountability of United Nations country teams to incorporate women's human rights in coordination efforts at the country level. The critical need to support conflict prevention and peace-building, for example, will benefit from UNIFEM experience in enhancing women's human security through their participation in peace negotiations, conflict and post-conflict reconstruction.

B. Global agreement on the importance of achieving gender equality

11. The Beijing Platform for Action was agreed to by 180 United Nations Member States; as of August 2003, 174 Member States are parties to CEDAW, and the 15 member Security Council unanimously passed resolution 1325 on women, peace and security. Alongside the MDGs, these documents contain concrete road maps for securing gender equality. A number of regional standards – from the Convention of Belem do Para in Latin America to the Additional Protocol on Women's Rights to the African Charter on Human and People's Rights – translate these global commitments into regional contexts. As indicated in the report of the Secretary-General on the review and appraisal of the implementation of the Beijing Platform for Action (E/CN.6/2000/PC/2), at the national level, more than 118 countries have national plans of action for gender equality, as well as a rapidly expanding set of laws and policies that protect and promote women's human rights in specific areas, from ending violence against women to ensuring land and inheritance rights.

12. Women's human right to equality, freedom from discrimination, and full participation in decision-making will be realized when – and if – commitments to these global agreements are fully implemented. But progress has been mixed – as shown in reports such as the UNIFEM *Progress of the World's Women* (2000 and 2002), and the five-year review of progress in implementing the Beijing Platform for Action. During the MYFF 2004-2007, UNIFEM will strengthen the gender equality response to the following three challenges: (a) policies and practices of economic globalization; (b) problems without borders; and (c) fragmentation and insecurity.

13. *The policies and practices of economic globalization* impact socio-economic and gender equality, as well as the ability of countries to achieve the MDGs. Globalization – including trade treaties, information and communications technologies (ICT), decentralization and migration – offers potential benefits – but not to all. Inequalities between rich and poor, and men and women have widened. Women predominate in the growing informal, lower-wage, uncounted economic sectors. They continue to be underrepresented in economic decision-making, and have unequal access to resources such as property and inheritance rights, which limit their ability to benefit from globalization.[1]

[1] For example, the International Labor Organization estimates that, at best, women average 50 to 80 per cent of wages earned by their male counterparts. The Maquila Health and Safety Support Network reports that women workers worldwide are routinely exposed to extremely unsafe working conditions, resulting in illness, loss of limbs, or even loss of lives.

14. A new range of *problems without borders* has emerged, with the trajectory of HIV/AIDS demonstrating how gender inequality fuels the growing epidemic. The AIDS Epidemic Update of December 2002 published by UNAIDS showed that women make up 50 per cent of those affected worldwide, up from 41 per cent just six years ago. Poverty and discrimination against women and girls intersect to contribute to their growing prevalence rates and to a largely unrecognized and burdensome impact on care responsibilities.

15. *Fragmentation and insecurity* during war and peace are on the rise in many countries. There are approximately 50 million refugees and displaced people around the world; an estimated 80 per cent of them are women and children, as documented in the 2002 UNIFEM publication *Women, War, Peace: The Independent Experts' Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-building*. Conflict exposes women and girls to violations that have only recently been recognized as crimes against humanity. Gender-based violence continues to put women at risk: the World Health Organization *World Report on Violence and Health 2002* found that 10 to 69 per cent of women report having been abused by an intimate partner.

III. UNIFEM multi-year funding framework, 2004-2007

A. Overview

16. At the annual session of the Executive Board in 2002, the Executive Director of UNIFEM updated the Board on progress and gaps in implementing its Strategy and Business Plan, 2000-2003. In its decision 2002/20 of 27 September 2002, the Board recognized the continuing progress made by UNIFEM in becoming the centre of excellence within the United Nations development system for promoting women's empowerment and gender equality. The Board reaffirmed the Fund's role in promoting gender mainstreaming throughout the operational activities of the United Nations system. The MYFF 2004-2007 builds on the directions and priorities articulated by the Board during the mid-term review.

17. This section of the MYFF describes the strategic results framework, as well as the strategies and tools that UNIFEM will use to deliver results.

B. Strategic results framework

18. The SRF builds on the Fund's experience for creating an environment for gender equality and women's empowerment. It functions more as a compass than a road map, adapting UNIFEM technical collaboration to regional and national realities and demands. UNIFEM uses a human rights-based approach in all of its programmes. The SRF (see annex I) contains four goals and four outcomes to which all UNIFEM programmes will contribute. UNIFEM alone cannot achieve these goals, and will therefore collaborate with its strategic partners in governments, United Nations organizations and civil society to accomplish them.

19. UNIFEM takes a holistic approach to programming, recognizing that goals and outcomes are interlinked in the context of women's lives, with gender inequality as the connecting thread. Addressing feminized poverty, violence against women, HIV/AIDS and women's participation in governance and peace processes are not separate areas of work; advances or setbacks in each goal will affect the others.

Goal 1: Reducing feminized poverty and exclusion

20. In a context of increasing global poverty and a widening gap between rich and poor, the United Nations needs to address impoverishment in general and feminized impoverishment in particular.[2] UNIFEM is a member of the Millennium Project Task Force 1 on eradicating extreme poverty and hunger, which provides an opportunity for incorporating gender equality in the recommendations of this global initiative.

21. UNIFEM will continue to focus on reducing feminized poverty and exclusion by: (a) mainstreaming a gender perspective in trade and macro-economic policy-making; and (b) increasing women's access to and influence on markets for labour, goods and services. Expanding economic opportunities for poor women requires that UNIFEM support the mainstreaming of gender-responsive, rights-based poverty reduction strategies in the PRSPs, the MDGs, trade agreements, and other policy and coordination instruments. UNIFEM will strengthen partnerships with UNDP, the International Fund for Agricultural Development, the World Bank and other development banks, United Nations regional economic commissions, and governmental and non-governmental organizations.

Replicating private-public partnerships to support "e-quality" in the Arab States

In Jordan, an innovative partnership was launched in 2001 between UNIFEM, UNDP, Cisco Systems and the Government. UNIFEM commissioned an assessment of gender equality issues and opportunities in the information and communication technology sector for women. Survey results were shared and supported the design of women-specific Cisco Networking Academies. In its first year, Cisco Networking labs were set up in 10 institutions with a curriculum targeting young women. In 2002, the partnership increased the enrolment of women in Cisco Networking Academies. It has resulted in better research on Jordanian women in the ICT sector, and the use of this data by ICT and Ministry of Education planners for policies, programmes and evaluating the impact of Cisco training on graduates. The success of this partnership has led to an agreement to replicate it beginning in 2004 in Egypt, Lebanon, Morocco and Iraq, as well as to mainstream gender equality into a Jordanian "e-village" initiative.

[2] Feminized poverty here refers to the relationship between the *group* (poor women) and the *phenomena* (the impact of changes on women's capacity to be less poor). The growing level of inequality between rich and poor is widely recognized, e.g., *The Human Development Report* 2002, pp.19-21.

Goal 2: Ending violence against women

22. The past ten years have seen increased advocacy to bring violence against women from the private realm onto the public agenda. Legal and policy changes have been achieved in almost every area, from passage of legislation against domestic violence in at least 45 countries and laws banning female genital mutilation in 25 countries, to mandating police, health, education and the judicial sectors to address the problem. Studies have stressed the importance of examining the causes and consequences of violence that characterizes women's lives, from violence as a weapon of war in conflict or post-conflict situations to violence in the home.[3] There are, however, still insufficient registration data to assess whether violence against women is increasing or decreasing.

23. Ending violence against women is now on the agenda of United Nations organizations working on reproductive health and HIV/AIDS, including UNFPA, UNAIDS, the United Nations Children's Fund (UNICEF), and the World Health Organization (WHO); on labour issues, the International Labour Organization (ILO); and on humanitarian and peace-building (the Office of the United Nations High Commissioner for Refugees (UNHCR), the Office of the United Nations High Commissioner for Human Rights (UNHCHR), the United Nations Department of Peacekeeping Operations (DPKO) and others). Most would agree, however, that the issue has not been given high enough priority within agencies, with inadequate staff, budget or visibility.

24. UNIFEM will continue its close partnerships with UNFPA, UNAIDS, UNICEF, UNHCR, UNHCHR and WHO in prioritizing innovation and learning to address violence against women in development, conflict and post-conflict situations. This work will be guided by the recommendations of the 2003 UNIFEM global review *Not a Minute More: Ending Violence against Women*: (a) resourcing of legislation and national action plans; (b) ensuring that statistics and sector offices register the incidence and types of violence against women; (c) investing more in prevention, particularly through long-term campaigns at local, national and global levels aimed at involving men and changing the attitudes that perpetuate gender-based violence; and (d) increasing support for women's organizations and for multi-sectoral approaches to prevention and protection. UNIFEM will build partnerships to launch an Internet electronic gateway on the most promising strategies for addressing gender-based violence.

Trust Fund to End Violence Against Women

Established in UNIFEM in 1996 through General Assembly resolution 50/166, the Trust Fund is a laboratory of learning about innovative solutions to address the epidemic of violence against women. Over $7 million have been granted by an inter-agency Project Appraisal Committee to community, national and regional organizations in more than 80 countries. UNIFEM published *With an End in Sight: Strategies from the UNIFEM Trust Fund to End Violence against Women* (2001) to

[3] The ten-year review of the work of the United Nations Special Rapporteur on Violence against Women (E/CN.4/2003/75); the report of the Secretary-General on women, peace and security (S/2002/1154); *Women, War and Peace: The Independent Experts' Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-building* (UNIFEM, 2002); *Not a Minute More: Ending Violence against Women* (UNIFEM, 2003) and many other initiatives.

document replicable strategies of grantees that could be scaled up. With relatively small funds, grantees have achieved improved legislation, spearheaded community-based models to build capacity of law enforcement and the judiciary, and secured greater involvement of men and boys. But requests of up to $15 million a year exceed the $1 million available annually for funding. A high priority is to leverage support for the Trust Fund from a broader range of donors.

25. During conflict and in post-conflict situations, gender-based violence takes on horrifying dimensions. UNIFEM will continue partnerships with relevant agencies (DPKO, the Department of Political Affairs (DPA), UNHCR, UNDP) to generate up-to-date information on threats that women face in war affected countries (see portal launched in October 2003: www.womenwarpeace.org). UNIFEM will also participate in inter-agency initiatives coordinated by the Division for the Advancement of Women (DAW) and the Office of the Special Advisor on Gender Issues (OSAGI) to incorporate stronger gender equality measures in prevention and protection strategies. Support will also focus on monitoring the implementation of the recommendations of the report of the Secretary-General on women, peace and security (S/2002/1154) and *Women, War and Peace: The Independent Experts' Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace-building* (UNIFEM, 2002).

Goal 3: Halting and reversing the spread of HIV/AIDS among women and girls

26. While HIV/AIDS is a health and development issue, the epidemic is a gender equality issue. HIV/AIDS erodes the ability of men and women to keep families and communities together. HIV-positive women experience rights violations that are exacerbated by their health status and increased vulnerability. The Declaration of Commitment on HIV/AIDS, adopted by the General Assembly in resolution S-26/2 at its twenty-sixth special session, specifically identified gender equality and women's empowerment as essential for effectively responding to the epidemic.

27. UNIFEM brings a gender equality and human rights perspective to partnerships forged through UNAIDS with the United Nations system, national AIDS councils, and women's and government organizations at the global, regional and national level. It spearheads holistic strategies to address HIV/AIDS by drawing links to violence against women, feminized poverty, and gender justice in post-conflict reconstruction. With UNFPA, it convenes an Inter-Agency Task Team on Gender and HIV/AIDS, and is an active partner in the Global Coalition on Women and AIDS. In 2004, UNIFEM will be vice-chair and then chair in 2005 of the Inter-Agency Advisory Group on HIV/AIDS.

28. In the present MYFF, 2004-2007, UNIFEM will prioritize the strengthening of United Nations partnerships with networks of affected and infected women, supporting capacity-building activities to enable them to mainstream their priorities into policies and programmes. It will expand information on the gender dimensions of HIV/AIDS through the web portal www.genderandaids.org developed with UNAIDS, and will collaborate with UNFPA, UNAIDS and DPKO to provide analysis and training in gender and HIV/AIDS to peacekeeping operations, the

police and the military. Expanded work with WHO and other United Nations partners on HIV/AIDS and violence against women is also planned.

Goal 4: Achieving gender equality in democratic governance in times of peace and in recovery from war

29. Even where commitments to guarantee the rule of law and democracy exist, they will be distant hopes for women if gender equality remains elusive. CEDAW provides global standards for achieving gender equality with regard to political representation and participation, while national constitutional standards provide the governance framework, in the development of legislation and policies, and in decision-making.

30. Peace negotiations and post-conflict reconstruction must go beyond ending warfare to set the stage for gender equality in the nation-building process. The passage of Security Council resolution 1325, accompanied by a more integrated United Nations system approach to post-conflict reconstruction, has created new awareness, constituencies and commitments to bringing women into peace-building in partnership with men in such varied places as Burundi, Timor Leste, Afghanistan, the Democratic Republic of the Congo and Iraq. The work of UNIFEM in this area grew significantly in the previous Strategy and Business Plan, 2000-2003.

31. UNIFEM will focus on four areas to achieve this goal: (a) increasing technical capacity to implement and monitor CEDAW for achieving constitutional and legislative guarantees to gender equality and its implementation; (b) building partnerships to ensure women's equal participation in electoral processes, peace negotiations, conflict prevention, disarmament, demobilization and reintegration, and other processes; (c) establishing national and local mechanisms (governmental and non-governmental) to achieve gender equality in post-conflict reconstruction; and (d) improving information, documentation and guidance to attain gender justice. Partners include UNDP, the Division for the Advancement of Women (DAW) in the United Nations Department of Economic and Social Affairs (DESA), UNFPA, DPKO, DPA, OCHA, UNHCR, UNHCHR, the United Nations Development Group (UNDG), the CEDAW Committee, inter-agency thematic groups and civil society networks, such as the Federation of African Women's Peace Networks (FERFAP) and the NGO Working Group on Women, Peace and Security.

Outcomes and outcome indicators for the UNIFEM MYFF, 2004-2007

32. UNIFEM has identified four outcomes with corresponding indicators that apply to all of its goals to foster an enabling environment for gender equality: (a) macro-level: changes in legislative and policy frameworks for gender equality; (b) meso-level: changes toward greater gender-responsiveness in mainstream institutions and in the participation of women's organizations in influencing policy agendas; and (c) micro-level: changes in harmful and discriminatory practices that perpetuate gender inequality. (Box 2 provides an illustration of how goals, outcomes and outcome indicators are cross-cutting and interlinked in the programming process.)

These will be monitored with regard to the policies, institutions, attitudes and practices that relate to each goal as well as their interaction with one another (for example, extent to which mainstream HIV/AIDS institutions link their policies and programmes to ending violence against women.) The annual report of UNIFEM to its Consultative Committee, the annual report of the Secretary-General on UNIFEM to the General Assembly, and the UNIFEM biennial report to the Executive Board of UNDP/UNFPA will report on outcome-level results.

Box 2. Applying the UNIFEM strategic results framework to programming

To support greater coherence in programming, UNIFEM has defined a set of outcomes and outcome indicators that apply to all of the goals that guide its SRF. The chart below illustrates how this works in practice:

UNIFEM will contribute to the achievement of the *goals*:

- Reducing feminized poverty and exclusion;
- Ending violence against women;
- Halting and reversing the spread of HIV/AIDS among women and girls;
- Achieving gender equality in democratic governance in times of peace as well as in recovery from war.

UNIFEM will contribute to these goals by seeking the following *outcome*-level results, which represent changes at macro, meso and micro-levels:

- Legislation and policies are formulated and implemented to promote and protect women's human rights;
- Mainstream institutions demonstrate leadership commitment, technical capacity and accountability to support gender equality and women's empowerment;
- Gender equality advocates have the knowledge and are positioned to spearhead and transform policies, programmes and resource allocations;
- Harmful and discriminatory attitudes and practices change to promote and protect the rights of women and girls.

UNIFEM will measure progress towards outcome-level results by monitoring a small number of indicators. The example below demonstrates the links between goals, outcomes and outcome indicators:

A programme focused on building the capacity of women living in poverty – who are infected and affected by HIV/AIDS – to advocate for policies and programmes that reduce their vulnerability to infection and to gender-based violence is the example. While the goal of "reversing HIV/AIDS among women and girls" and the outcome of "formulating legislation and policies to promote women's human rights" have a leading role in this programme, its elements are relevant to all of the goals and outcomes in the UNIFEM SRF. As such, UNIFEM would be tracking indicators such as: (a) policies adopted to promote the rights of HIV-positive women living in poverty; (b) extent to which poverty reduction strategies reflect gender equality commitments, particularly to HIV-positive women; (c) extent of influence of networks of HIV-positive women on mainstream policy processes; and (d) changes in institutional mechanisms to prevent or reduce gender-based violence.

33. The outcome indicators (see annex I) provide a framework for UNIFEM to collaborate with government, United Nations and civil society partners, to build capacity in and make better use of accountability tools. Budget analysis from a gender perspective will assess resource allocations to implement laws and policies. Improved monitoring and linking of CEDAW reports and the 10-year review of the Beijing Platform for Action will enable UNIFEM to assess the extent to which discrimination has been eliminated from legislation and policies. Monitoring the implementation of Security Council resolution 1325 will reveal achievements and gaps in strengthening women's leadership in peace processes and post-conflict reconstruction. Regular reviews of poverty reduction strategies, MDG and CCA/UNDAF processes, United Nations country team and interagency thematic and gender groups will indicate which coordination mechanisms are fulfilling commitments to achieve gender equality. Regular assessment of the availability and use of data and statistics to measure progress will occur through the biennial UNIFEM publication, *Progress of the World's Women*. The changing role of the media in reversing gender stereotypes will be monitored through partnerships with media groups.

C. Key tools and strategies

34. UNIFEM has defined a set of tools and strategies to enhance its expertise and support for enhancing accountability and implementation. These tools and strategies cut across all of its goals and outcome areas, as well as those of the Fund's partners. (The details and relevance of each of these tools and strategies to UNIFEM programming is further described in annex III.)

35. The tools are particularly relevant for coordinated approaches, such as the MDGs, the PRSPs and other inter-governmental agreements and plans of action. These tools have all been key elements of UNIFEM programming in the past seven years.

Key tools for UNIFEM programming

- Normative agreements and plans of action on gender equality (e.g., CEDAW, national plans of action on gender equality, etc.);
- Budgets from a gender equality perspective;
- Sex-disaggregated data and statistics for evidence-based advocacy;
- Media and communications.

36. Feedback from assessments, consultations on draft versions of the present MYFF, 2004-2007, and field experience has affirmed that UNIFEM strategies from the previous Strategies and Business Plans have served the Fund and its partners well. Building capacity, ownership and accountability at the country level is the overarching strategy for all UNIFEM work. Technical collaboration and catalytic funding constitute the two primary entry points for UNIFEM partnerships, while its core strategies support a cycle of knowledge, advocacy, action and evaluation to

attain women's human rights and security. UNIFEM will continue to strengthen it's A-B-C-D-E strategy.

The A B C D E strategy of UNIFEM

- *Advocacy and policy dialogue* to support stronger implementation of commitments to gender equality;
- *Building sustainable knowledge and action networks* that bring women's organizations, governments, United Nations organizations and other actors together to mainstream gender more effectively into policies and programmes;
- *Capacity-building* of women's governmental and non-governmental organizations to influence the priorities, policies and programmes that affect their lives;
- *Disseminating knowledge on emerging issues and innovative solutions towards gender equality* through effective use of new and traditional information and communications technologies and materials;
- *Experimentation on the 'how to' of achieving gender equality* through strategic piloting so that concrete experience can inform mainstream strategies.

IV. Meeting demand and making choices

37. The three keys to positioning UNIFEM as an effective resource to governments and United Nations organizations are: (a) better criteria for programming choices; (b) strengthening internal capacity; and (c) more effective use of existing gender expertise.

38. *Criteria.* UNIFEM will further hone criteria for targeting its areas of work, location and involvement. It will prioritize countries where: (a) the work of partners, across and outside the United Nations, offers opportunities for joint programming and innovation; (b) there is concrete commitment to implementation, accountability and the opportunity to develop strategic initiatives that can attract local, national or donor resources; (c) time-bound opportunities and commitments for engendering mainstream processes exist in PRSPs, the MDGs, CCA/UNDAFs and other coordination mechanisms; and (d) a core network of national and local partners, as well as support from the United Nations system and donors, is in place.

39. UNIFEM constantly reviews the extent to which other organizations are providing expertise to determine where it no longer needs to offer services and products. For instance, more United Nations organizations now provide regular support to women's political participation, and a broader network supports women's involvement in micro-credit and micro-enterprise. Greater involvement by a larger number of organizations in gender-responsive budgeting exercises means that the role of UNIFEM can change from piloting to the cross-cutting work of facilitating networks, exchanging experiences and analysing trends and gaps.

40. *Strengthening internal capacity in strategic areas.* UNIFEM work is carried out through its network of 15 subregional programme offices, a limited number of time-bound projects and partnerships supported by other (non-core) resources, backstopped by technical advisors in the field and in New York. Once the Executive

Board of UNDP/UNFPA endorses the present MYFF, 2004-2007, UNIFEM will review how its subregional teams and network of advisors can maximize opportunities for supporting innovation, incorporating gender into mainstream policy processes, and participate in joint programming opportunities. Closer partnerships and alignment with existing technical support services within the United Nations – e.g., SURFs, UNFPA country support teams, DESA/DAW, the technical advisory services being developed by the UNHCHR – will be explored. UNIFEM does not envision significant change, but rather a realignment in keeping with the priorities and funding requirements set out in the present MYFF, 2004-2007. It proposes to report on the steps it has taken to realign capacities to meet demand at the mid-point of the MYFF (January 2006).

41. *More effective use of existing gender expertise*. A high priority in the next period is to facilitate and link existing gender expertise to key opportunities for mainstreaming gender. Many mainstream organizations have strengthened their capacity to develop programming from a gender equality perspective over the past 10 years. Recent surveys have shown that while there are some 1 000 gender focal points (GFPs) in United Nations organizations and development banks, gender equality is often only one aspect of a GFP portfolio.[4] GFPs often have limited influence on policies or programme decisions, gender units are regularly understaffed and underfunded, and national women's machinery counterparts rarely fare any better. UNIFEM autonomy provides it with the opportunity to link networks of GFPs, gender units and United Nations inter-agency thematic groups to decision-making and policy venues, as it hopes to do with increased effectiveness in the new MYFF.

V. Managing for results and effectiveness

42. Clear criteria for programming, stronger partnerships and effective dissemination of lessons and results will further bolster the innovative and catalytic role of UNIFEM in the United Nations system. UNIFEM will further realign and strengthen a number of institutional arrangements in five priority areas that are based on the lessons learned presented in box 1. Additionally, it will strengthen internal monitoring and accountability systems to better assess and provide guidance to enhance performance (see annex II).

43. *Further strengthen coherence, relevance and sustainability of UNIFEM products and services*. These are the key challenges for an innovative and catalytic organization. UNIFEM feeds the results of its innovation and experimentation into the work of United Nations country teams to support national priorities and policies to achieve gender equality. Its products, services and technical expertise will be strategically deployed and designed to be effective where the needs and opportunities are greatest (in line with criteria articulated in paragraphs 34 and 35). UNIFEM will play a key role in linking diverse knowledge networks on gender equality to United Nations country teams and between each other, and more consistently track the partnerships and results of its bridging role.

[4] UNDP-UNIFEM 2003 scan of gender expertise in the United Nations system (internal unpublished document), the UNFPA scan on gender focal points in the United Nations system was presented to the Inter-Agency Meeting on Women and Gender Equality in February 2001 (IAMWGE/2001/12).

44. *Capacity of UNIFEM programmes aligned with demand and opportunities to introduce and support innovation, learning and results at all levels.* UNIFEM will invest more in building the capacity of staff and partners to engage in strategic programming that is based on rights, results and lessons learned, while promoting experimentation within simplification and harmonization processes. It will align its annual work plans, budgets, standard progress reports, and monitoring and evaluations strategies, and strengthen its Knowledge Sharing Strategy and Innovation and Learning Unit to stimulate synergy within and across regions. It will continue regular reporting and strategic planning at regional and global levels to monitor and adjust the way in which the MYFF, 2004-2007, contributes to greater coherence and improved impact.

45. *Strategic partnerships to generate new and expanded constituencies and learning for gender equality.* Such partnerships are key to building sustainability and ensuring follow-up. UNIFEM will align its planning and programming processes with other United Nations organizations, while seeking partnerships with donors, NGOs, governments, academia and women's organizations. In keeping with Executive Board decision 2002/20, the UNIFEM MYFF, 2004-2007, will be accompanied by a conference room paper outlining concrete steps to optimize cross-cutting gender equality initiatives in collaboration with UNDP. The strategic partnerships with UNFPA and UNAIDS will serve as good practices for enhancing collaboration with other United Nations partners, UNDG and United Nations country teams.

46. *Aligning UNIFEM management and human resources practices and policies to reflect its commitment to excellence, empowerment and* rights. The greatest UNIFEM asset is its staff of committed and competent professionals. Promoting widespread dissemination and use of the new Operational Guidelines between UNDP and UNIFEM – updated in 2003 – is central to the Fund's ability to develop management, human resources policies, and ICT systems in order to achieve the results outlined in the SRF. The rollout of the ERP system will streamline operations and result in greater efficiency, accuracy and savings. Capacity-building of staff for ICT and ERP readiness will require increased investments. Ensuring that UNIFEM staff benefit from professional career development and organizational learning is a high priority in the new MYFF.

47. *Building a larger and more diversified resource* base. A more efficient and diversified resource base is essential for UNIFEM to be able to seize opportunities to include gender equality in the context of the MDGs, PRSPs, CEDAW and activities related to the 10-year Beijing Platform for Action review. Pursuing multi-year funding agreements along the lines of the Institutional Strategy Paper (ISP) process, which for the past four years guided the Fund's partnership with the Department for International Development (DFID), Government of the United Kingdom, will be a priority in the new MYFF. UNIFEM needs to invest in the capacities of senior staff, field personnel and its national committees to raise resources and visibility more effectively in their countries and regions, enhance timeliness and quality of donor reports, and strengthen further partnerships with private sector partners, including private foundations.

VI. Integrated resources framework

Resource levels for the Strategy and Business Plan, 2000-2003

48. The Strategy and Business Plan, 2000-2003, presented two separate funding-level scenarios. The first scenario envisaged an overall 20 per cent growth rate per annum. A less ambitious scenario foresaw an overall 10 per cent growth rate per annum with a corresponding 15 per cent increase in income from multilateral and private sources. Broken down by biennia (see document DP/2001/21, budget estimates for the biennium, 2002-2003), total income from all resources was estimated at $142.5 million for the Strategy and Business Plan period 2000-2003. The income from core resources was estimated at $88.1 million, while income from non-core resources was estimated at $42.4 million, and miscellaneous income from cost recovery, interest and other was estimated $12 million (table 1). These projections were based on the assumption that the positive growth trend of the Strategy and Business Plan, 1997-1999, in UNIFEM resources would continue in the Strategy and Business Plan, 2000-2003.

Table 1. Past projections and actual contributions 2000-2003*

(in millions of United States dollars)

	Biennial support budget 2000-2001		Biennial support budget 2002-2003		Total		
	Projection	***Actual***	**Projection**	***Actual***	**Projection**	***Actual***	**%**
Core	43.0	39.8	45.1	43.1	88.1	82.9	94%
Non-core	16.7	14.8	25.7	28.6	42.4	43.4	102%
Sub-total	59.7	54.6	70.8	71.7	130.5	126.3	97%
Miscellaneous**	5.6	4.3	6.4	3.5	12.0	7.8	65%
Total	**65.3**	**58.9**	**77.2**	**75.2**	**142.5**	**134.1**	**94%**

*A few contributions for 2003, not yet received at the time of writing, are estimates.
**Includes cost recovery, interest and other income.

49. At actual levels, UNIFEM total income from all resources for the Strategy and Business Plan, 2000-2003, was $134.1 million, comprising $82.9 million from regular resources, $43.4 million from non-core resources and $7.8 million from miscellaneous income. While contributions to regular resources fell slightly short of targets for the period, they represent an increase of 43 per cent in total from actual contributions compared to the previous four years, 1996-1999 ($58 million). On the other hand, actual contributions to non-core exceeded expectations for the Strategy and Business Plan, 2000-2003, and the biennial increases in non-core resources between 2000-2001 and 2002-2003 were almost doubled from $14.8 million to $28.6 million, indicating that UNIFEM was able to attract other donor resources for specific projects and programmes.

50. Larger contributions to cost-sharing and trust fund programmes have allowed UNIFEM to strengthen its support to programming related to HIV/AIDS, gender analysis of budgets, addressing violence against women, and greater action on

protection and promotion of women's human rights and leadership in conflict and post-conflict situations. Core resources hit new levels at the beginning of the last Strategy and Business Plan and remained at the level of approximately $20 million. This increase assisted UNIFEM in meeting demands and opportunities emerging from United Nations reform, but still fell short of what was needed. UNIFEM was unable to respond to requests for its technical input into numerous United Nations system activities at the country level, since these are often sought as opportunities arise and require immediate responses.

Projections for MYFF, 2004-2007

51. While estimates have been made on the level of resources required to meet the goals emerging from many United Nations world conferences,[5] there are no estimates on resources required to achieve gender equality and women's empowerment.[6] Further hampering an understanding of costs, it becomes increasingly difficult to track investments when the category of 'gender' is mainstreamed into programme budgets. At the same time, insufficient investment in gender equality programming has been pointed out as a weakness at all levels.

52. The proposed income projections from regular and other resources for the MYFF, 2004-2007, are shown in table 2 below. UNIFEM anticipates regular resources to reach $40 million by 2007. During the first two years of the MYFF, there is an initial conservative rate increase of 5 per cent per annum as stipulated in the UNIFEM resource plan (table 12) contained in the report of the Administrator on UNDP budget estimates for the biennium, 2004-2005, (DP/2003/28). The budget estimates for the biennium, 2006-2007, will envisage a robust annual increase of 25 per cent to generate a total of $121.3 million from regular resources. This will enable the Fund to take support and follow up action on priority areas emerging from the 10-year review of the Beijing Platform for Action.

53. Income from non-core resources is expected to reach $48 million for the MYFF, 2004-2007. This reflects larger amounts in the first two years when core contributions reflect only 5 per cent increases.

54. Table 3 shows the estimated resource requirements for 2000-2003 and 2004-2007. A total of $97.8 million will be available for programmes in the MYFF, 2004-2007, from regular resources, representing an increase of $22.9 million from the previous four-year period. Programmes supported from other resources are projected to total $47.4 million. A slightly higher share of regular and other resources will be devoted to programmes compared to the previous four-year period, 2000-2003, made possible because of anticipated cost-saving measures that will result from ERP rollout.

[5] Estimates include $18.5 billion to meet the goals of the International Conference on Population and Development Programme of Action; $7 to 10 billion to reduce the spread of HIV/AIDS, etc.

[6] UNIFEM is participating in Taskforces 1 and 3 of the Millennium Project and closely following efforts to cost the MDGs. Preliminarily, Taskforce 3 members have recommended extracting sex-disaggregated cost estimates from the other taskforces and possibly undertake an exercise on the cost of effective national and local-level responses to end violence against women. Even taking all of these together, taskforce members remain convinced that it would be misleading to try to attach any cost estimate to achieving gender equality and women's empowerment.

Table 2. Projected contributions, 2004-2007**

(in millions of United States dollars)

	2004	2005	2006	2007	Total
Core	24.2	25.4	31.7	40.0	121.3
Increase (%)	5%	5%	25%	25%	
Non-core	14.0	16.0	10.0	8.0	48.0
Increase (%)	0%	15%	15%	15%	
Sub-total	**38.2**	**41.4**	**41.7**	**48.0**	**169.3**
Miscellaneous*	1.9	2.0	2.1	2.2	8.2
Total	**40.1**	**43.4**	**43.8**	**50.2**	**177.5**

Table 3. Resource requirements for 2000-2003 and 2004-2007

(in millions of United States dollars)

Distribution	Strategy and Business Plan, 2000-2003		MYFF, 2004-2007	
Regular resources				
Programmes	74.9	76%	97.8	78%
Programme support	12.9	13%	15.1	12%
Management and administration	11.0	11%	12.5	10%
Total regular	**98.8**	**100%**	**125.4**	**100%**
Other resources				
Programmes	51.1	91%	47.4	91%
Programme support	4.9	9%	4.7	9%
Management and administration	0.2	–	–	–
Total other resources	**56.2**	**100%**	**52.1**	**100%**
Total all resources	**155.0****		**177.5****	

*Includes cost recovery, interest and other income. UNIFEM recovers support cost on projects funded from non-core resources, and from the projects it executes on behalf of UNDP and UNFPA.

**The difference between total estimated requirement of $155 million and projected contributions of $142.5 million for the Strategy and Business Plan, 2000-2003, was covered by funds brought forward from Strategy and Business Plan, 1997-1999. For the MYFF, 2004-2007, it is expected that the total estimated requirement will be met from contributions from core and non-core contributions and miscellaneous income.

55. In addition to the above regular and other resources, increasing partnerships with United Nations organizations, in particular UNDP and UNFPA, will lead to greater resources for gender equality. The value of UNIFEM-executed projects for these organizations during the Strategy and Business Plan, 2000-2003, amounted to about $5.1 million. This amount is not included in the above-cited funding levels from core and non-core contributions and miscellaneous income in order to avoid double counting of project funds. For the MYFF, 2004-2007, the Fund will intensify its outreach for joint programming opportunities with United Nations organizations. It expects to double to a total of $10 million the value of projects that it executes for UNDP, UNFPA and other United Nations organizations.

56. Particular areas to be strengthened with additional core funds include the following:

(a) *Technical support and advisory services that link innovation in gender equality programming to United Nations reform.* This is one part of the UNIFEM mandate, but requires greater investment in producing tools and strengthening outreach if UNIFEM is to maximize its efforts as a catalyst. The focus will be on cross-cutting and strategic involvement in efforts related to the MDGs, PRSPs, CCA/UNDAFs, and Action II of the reform agenda of the Secretary-General at the subregional level and in a select number of countries. (The amount of technical support and advisory service budgets within larger budgets of other United Nations organizations indicate that UNIFEM needs to invest more in these. For example, UNFPA estimates costs of its Technical Advisory Programme at $76 million for their 2004-2007 MYFF period);

(b) *Roll-out of ERP.* This will require increased investments in 2004 and 2005. Funds are required for ERP participation; user fees, implementation and roll-out costs; and services for ERP operations and support in 2004 and beyond, including enhancements and training;

(c) *Preparations for and follow-up to the 10-year review of the Beijing Platform for Action.* This represents a relatively small but notable aspect of the rationale for increased funds. Based on past experience, there will be greater opportunities to strengthen awareness and action on gender equality issues leading up to and immediately after the 10-year review, and UNIFEM must be prepared to participate in and support them.

57. There has never been a more critical time to support the catalytic aspect of UNIFEM work. Initiatives currently emerging from the MDGs and the plan to implement Action II of the reform agenda of the Secretary-General present unparalleled opportunities for mainstreaming gender equality. Executive Board endorsement of the UNIFEM strategic results framework and corresponding integrated resources framework will be evidence that gender equality and women's empowerment are central to all of the MDGs – in practice as well as in principle.

Annex I. UNIFEM strategic results framework, 2004-2007

58. The strategic results framework (SRF) that follows will guide UNIFEM programming choices, partnerships, monitoring and reporting. The goals chosen have been affirmed through the world conferences of the 1990s, in the Millennium Declaration, the MDGs, CEDAW, and in Security Council resolution 1325. Goal level indicators have been devised to conform to those for which data are already being gathered on a systematic basis or strong recommendations have been articulated to launch better data collection systems. Rather than present specific outcomes for each goal area, UNIFEM has identified cross-cutting outcomes that apply to all goals as a means of increasing programme coherence and acknowledging that the goals are interlinked.

Realization of women's human rights and human security	
Goal	**Goal indicators** (see note below for explanation of indicators)
Reduce feminized poverty and exclusion	• Improved availability and use of data on women's share of unpaid care work by policy-makers • Proportion of women and men with incomes below $1 per day • Share of women in wage employment in the non-agricultural sector • Women's participation in the informal sector
End violence against women	• Prevalence rates for domestic violence and rape • Prevalence rates for harmful traditional practices • Prevalence of trafficking in women and girls
Halt and reverse the spread of HIV/AIDS among women and girls	• HIV prevalence among 15 to 49-year-old women • Proportion of women who alone or jointly have final say in decisions about their own health care
Achieve gender equality in democratic governance in times of peace and in recovery from war	• Proportion of seats held by women in national parliaments • Proportion of decision-making positions held by women at local/municipal levels

Outcomes	**Outcome indicators**
Legislation and policies at national and regional levels are formulated and implemented to promote and protect women's human rights	• Gender-discriminatory provisions removed from national and sub-national legislation and policies • Legislation and policies adopted to promote women's human rights and advance gender equality • Gender equality provisions incorporated into national constitutions • Resource mobilization and allocations in local, national, regional and global institutions to support implementation of gender equality plans and policies • Poverty reduction strategies and sector-wide approaches reflect gender equality commitments in formulation, implementation and monitoring
Mainstream institutions demonstrate leadership commitment, technical capacity and accountability	• Sex-disaggregated data available and used at national level to devise and monitor gender-responsive policies and programmes • Policies, programmes and resource allocations of regional organizations consistent with gender equality

mechanisms to support gender equality and women's empowerment	• MDG processes, CCA/UNDAFs, and peace-keeping operations reflect commitments to achieve gender equality in CEDAW, the Beijing Platform for Action and Security Council resolution 1325 • United Nations country teams and multi-lateral development banks demonstrate increased support to gender equality initiatives
Gender equality advocates have the knowledge and are positioned to spearhead and transform policies, programmes and resource allocations	• Extent of influence of women's organizations, networks and grassroots women's groups on mainstream policy processes, including on poverty reduction strategy and MDG processes, peace negotiations and others • Increased capacity of national and regional government and non-governmental organizations promoting women's rights • Effectiveness of inter-agency thematic groups on gender in influencing United Nations country teams
Harmful and discriminatory attitudes and practices change to promote and protect the rights of women and girls	• Extent to which media and communications portray gender equality challenges and achievements • Effectiveness of campaigns and institutional mechanisms to prevent, reduce and monitor gender-based violence • National institutional mechanisms in place to prevent, reduce and monitor gender-based violence • Gender disparity in wages
Strategies: Advocacy; Building knowledge networks; Capacity-building; Disseminating knowledge; Experimentation in achieving gender equality	

Note on indicators

59 The indicators for the goal of *Reducing feminized poverty and exclusion* conform to globally agreed priorities and recommendations. *Improved availability and use of data on women's share of unpaid care work* is an indicator that is fundamental to understanding the gender dimensions of strategies to eradicate poverty and increased economic growth. Networks of economists concerned with gender inequality and many other groups are undertaking increased work in this area, and UNIFEM will work closely with them in gathering data. *The proportion of men and women with incomes below $1 per day* is an indicator that calls for sex disaggregation in the tracking of Goal 1 of the MDGs. *The share of women in wage employment in the non-agricultural sector* will be tracked for Goal 3 of the MDGs. The indicator on *share of women's participation in informal sector work* was identified as important to track in *Progress of the World's Women* 2000 and 2002. Partnerships with Women in the Informal Economy Globalizing and Organizing (WIEGO) and ILO should assist in gathering data on this indicator.

60. The goal to *End violence against women* has three indicators, focused on four types of violence that women experience: (a) violence in the home; (b) violence from harmful practices, such as female genital mutilation; (c) violence related to organized crime, such as trafficking; and (d) violence as a weapon of war. To the extent possible, these indicators are focused on prevalence because tracking changes constitute important signposts towards this goal. Acknowledging that many countries do not collect data on this issue, UNIFEM is depending on the work of WHO and the United Nations Interregional Crime and Justice Research Institute (UNICRI) to generate initial improvements in the database available, particularly on

domestic violence and rape. For the indicator on *reduction in number of women and girls that are trafficked*, UNIFEM will consult the annual *Trafficking in Persons Report* issued by the United States Department of State and other sources, and will consult data generated by UNFPA and other partners to track the prevalence of harmful traditional practices.

61. The indicators for *Reducing and halting the spread of HIV/AIDS among women and girls* track both prevalence and women's empowerment. The indicator for prevalence among 15 to 49-year-old women is monitored by UNAIDS. The indicator for the proportion of women who alone or jointly have the final say in decisions about their own health care is monitored by UNFPA.

62. Indicators for the goal on *Achieving gender equality in democratic governance in times of peace and in recovery from war* are still in formation. The United Nations Statistics Division will track the proportion of seats held by women in national parliaments as part of its Millennium indicators. Efforts will also be made to assess the proportion of municipal-level leadership positions (e.g., mayors) held by women. UNIFEM will be exploring the availability of other types of data to secure better indicators for this goal, particularly with regard to post-conflict peace-building.

Annex II. Framework for organizational effectiveness and managing for results

63. The framework outlined below builds on lessons learned from the previous Strategy and Business Plans and new opportunities emerging to strengthen action on gender equality among many partners. It is a framework for both effectiveness and internal accountability. It will be revised in keeping with UNIFEM efforts to realign its structure, products and services with the new MYFF.

Overall goal	Performance goals	Indicators	Sources of information
Maximize opportunities for innovative and catalytic action to achieve UNIFEM strategic results	Coherence, relevance, and sustainability of UNIFEM products and services recognized	• UNIFEM products and services respond to opportunities and demands • UNIFEM internal/donor reporting demonstrates capacity and timeliness in monitoring and tracking results • Extent to which innovation promoted by UNIFEM influences policy, is replicated and/or scaled up • Learning from strengthened evaluation and knowledge management approaches have explicit influence on programme strategies and directions	Assessments and evaluations; user surveys; 'hits' and 'visits' to UNIFEM web sites; internal six-month and annual reports; feedback on donor reports; citations and replications of UNIFEM products, including *Progress of the World's Women*

Overall goal	Performance goals	Indicators	Sources of information
Maximize opportunities for innovative and catalytic action to achieve UNIFEM strategic results	Capacity of UNIFEM programmes aligned with demand and opportunities to introduce and support innovation, learning and results at all levels	• Demand for knowledge and action networks facilitated through UNIFEM work from United Nations country teams to support engendered coordination mechanisms • Extent and outcomes of UNIFEM engagement with and influence on United Nations reform and coordination mechanisms, such as PRSPs, MDG reports, CCA/UNDAFs, etc. • UNIFEM realigned structure better meets opportunities and demand	Assessments and evaluations; internal six-month and annual reports; reference to UNIFEM work by governments in inter-governmental arena and by other United Nations organizations; scans of PRSPs, MDG reports, etc.; UNIFEM organizational chart
	Strategic partnerships generate new and expanded constituencies and learning for gender equality	• Implementation of revised and strengthened agreements with UNDP • Results of memoranda of understanding and executing agency agreements with other United Nations partners strengthen progress on gender equality • New opportunities to strengthen partnerships with bilateral donors, civil society and private sector partners	UNDP results-oriented annual reports and evaluations; multi-stakeholder evaluations; internal reviews of progress on memoranda of understanding; coverage of UNIFEM-sponsored initiatives in media; evaluations of executing agency agreements
	Management and administration of financial and human resources aligned with commitment to excellence, empowerment and rights	• Extent to which ERP roll out improves timeliness, quality and knowledge of financial transactions and accountability • Effectiveness of new operational guidelines with UNDP • Introduction and use of 360 degree feedback systems	Internal records; audit reports; feedback from staff and partners; internal staff surveys; internal capacity assessments; Career Review Group processes
	Larger, more diversified and more reliable resource base supports capacity of UNIFEM to meet opportunities and commitments	• Increase in amount and sources of core funds • Increase in amount and sources of total funds • Increase in number of multi-year funding agreements • New partnerships with private foundations and private sector, including through national committees	UNIFEM annual report; biennium budget

Annex III. UNIFEM cross-cutting tools and strategies

64. UNIFEM has defined a select set of tools and strategies cutting across all of its goals and outcome areas to enhance accountability and implementation. These are described in greater detail below.

Cross-cutting tools

65. There are a strategic, selective set of tools to build accountability and action with which the Fund will further develop its own expertise and that of its partners. These tools are particularly relevant to opportunities presented from coordinated approaches to MDGs, PRSPs and other inter-governmental agreements and plans of action. The key tools: (a) normative agreements and plans of action on gender equality; (b) budgets from a gender equality perspective; (c) sex-disaggregated data and statistics for evidence-based advocacy; and (d) media and communications.

66. *Normative agreements and plans of action on gender equality.* Four global documents – CEDAW, the Beijing Platform for Action, the Millennium Declaration, and Security Council resolution 1325 – and a broader range of regional agreements offer UNIFEM and its partners both a guiding framework and accountability tools. Supporting their implementation is, however, a challenge. The Fund has developed expertise that is critical to support and stimulate effective implementation at the country level. Action II of the Reform Agenda of the Secretary-General is designed to mainstream human rights through the work of United Nations country teams – including in the MDGs, CCA/UNDAFs, PRSPs, consolidated appeals and common humanitarian action plans. Women's participation in advocating for implementation and monitoring of human rights standards provides UNIFEM with a unique opportunity to promote these as a critical tool for gendering country level strategies. Likewise, continuing review of and attention to implementation of Security Council resolution 1325 provides an entry point for UNIFEM partnerships with agencies involved in humanitarian and peace-support operations. During the MYFF, 2004-2007, UNIFEM will emphasize linking mainstream development actors to training, advocacy and information materials, Internet resources, networks and other expertise to assist them in better using these tools to strengthen implementation of gender equality commitments at national and regional levels.

67. *Budgets from a gender equality perspective.* UNIFEM supported early initiatives in gender budget analysis in southern Africa in the late 1990s. It scaled this up in the Strategy and Business Plan, 2000-2003, into a cross-regional programme with pilot activities in 20 countries, spurring momentum at the government level and building the capacity of civil society and parliamentarians to engage in budget policy-making from a gender perspective. The programme relies on strategic partnerships with a number of agencies, including the Commonwealth Secretariat, the International Development Research Centre, UNDP and others. It held a global conference in 2001, in cooperation with the Government of Belgium as President of the European Union, the Organisation for Economic Co-operation and Development (OECD) and the Nordic Council, which endorsed the vision of implementing gender-responsive budget initiatives in all countries by 2015. Currently, UNIFEM is using gender budget analysis to strengthen accountability in efforts on HIV/AIDS, poverty,

violence and PRSPs. Work on gender-responsive budgets is now being taken up by larger organizations, including UNDP, UNFPA, the German Agency for Technical Cooperation (GTZ) and government partners. Between 2004-2007, UNIFEM will conclude its pilots, draw lessons and invest more heavily in supporting capacity-building, expansion of in-country expertise, monitoring changes in budget allocations, leveraging support from mainstream agencies, and knowledge-sharing.

68. *Sex-disaggregated data and statistics for evidence-based advocacy*. When used to reveal a more accurate picture of the differences between men and women in specific areas, sex-disaggregated data can be an important tool for promoting gender mainstreaming in development policies and practices. Sex-disaggregated data are critical for MDG and PRSP initiatives, in formulation, implementation and monitoring. There is a need to strengthen country-level capacities to collect and use sex-disaggregated data for gender-responsive policy-making. UNIFEM will continue its work in collaboration with United Nations regional economic commissions, the United Nations Statistics Office, UNDP and UNFPA, as it has most recently in post-conflict Timor-Leste and Afghanistan. More focused and strategic efforts will characterize the next MYFF, paying particular attention to opportunities to influence census exercises and link initiatives to the MDGs, PRSPs and work on gender budgets. Again, UNIFEM will consolidate work done and draw lessons, for instance, from the work with the Government of India on censuses.

69. *Media and communications*. Advocacy and awareness are key to confronting the discrimination and stereotyping that perpetuate gender inequality. The media, including new and traditional ICT, are thus key tools in supporting all outcome areas, but are also a venue through which to monitor changes in attitudes and practices. Strategic partnerships will be strengthened with media and ICT experts at the country and global levels, as well as with organizations that have built capacity to train and monitor media to strengthen the gender-sensitivity of their coverage. Furthermore, UNIFEM will continue to invest in strengthening the capacity of gender-equality advocates to influence and disseminate positive images of women more broadly worldwide.

UNIFEM strategies

70. Feedback from assessments, consultations on draft versions of the MYFF, 2004-2007, and field experience have affirmed that UNIFEM strategies from the previous Strategy and Business Plans have served it and its partners well and are even more relevant today. Building capacity and ownership at the country level is the overarching strategy that informs all UNIFEM work. Providing technical advice and catalytic funding support likewise comprise the two primary entry points for UNIFEM partnerships with different constituencies. A more specific set of UNIFEM core strategies, described below, need greater focus in order to support in a consistent manner a cycle of knowledge, advocacy and action to seize opportunities and confront pervasive threats to women's human rights and security. UNIFEM, therefore, will continue to strengthen its A-B-C-D-E strategy by engaging in: Advocacy and policy dialogue; Building sustainable knowledge and action networks; Capacity-building; Disseminating knowledge on emerging issues and innovative solutions toward gender equality; and Experimentation on the 'how to' of achieving gender equality.

71. *Advocacy and policy dialogue* continue to be lead strategies to ensure that policy and decision-makers – within and outside of the United Nations system – meet commitments made to the world's women. UNIFEM needs to spearhead broad-based coalitions and actions that are effective at changing public opinion and mobilizing concrete action in the short term and at changing mainstream agendas and discourses in the long term. In the upcoming MYFF, 2004-2007, UNIFEM will focus on strengthening evidence-based advocacy, taking advantage of enhanced data and statistics that emerge from greater concentration on CCA, PRSP, and MDG exercises at the country and global levels. Collaborative advocacy strategies have been key to achieving outcomes in the previous plan (as in work on ending violence against women and on women, peace and security) and will remain a strong feature.

72. *Building sustainable knowledge and action networks* that bring together women's organizations, governments, the United Nations, and other key actors, including the private sector, is a proven strategy for sustaining efforts to mainstream gender into policies and programmes. UNIFEM, on its own, or via individual gender units in agencies or government, cannot provide ongoing technical support or sustained monitoring at the country level. Productive links and exchange of experiences can be built among and between national women's machineries and women's NGO networks; between United Nations organizations and women's advocacy and academic groups; and between gender equality experts and mechanisms such as PRSPs. Continued nurturing and strengthening of these networks hold the greatest potential for ensuring accountability, providing quick and productive access to wide-ranging expertise and broadening constituencies for gender equality.

73. *Capacity-building* of women's governmental and non-governmental organizations, networks and community organizations is vital to ensuring that they have the skills needed to influence the policies, priorities and programmes that affect their lives. Given emphasis on coordinated approaches to rights-based programming, UNIFEM capacity-building initiatives will focus on reaching out to duty bearers and rights holders to strengthen their capacity and knowledge about their rights and obligations. UNIFEM can play a catalytic role, for instance, in building the knowledge and capacity of women's groups and gender equality experts to contribute to processes of formulation, implementation and monitoring of MDG, PRSP and CCA/UNDAF processes.

74. *Disseminating knowledge on emerging issues and innovative solutions toward gender equality* has gained importance as new technologies vastly broaden the means of packaging and distributing information and experiences. In the last MYFF, 2000-2003, a number of UNIFEM partnerships focused on consolidating and more effectively delivering evidence, good practices and monitoring of progress towards gender equality (e.g., partnership with UNAIDS on the gender and HIV/AIDS portal, with the United Nations, multilateral development banks and the Development Assistance Committee of OECD on the MDG and Gender portal, launch of the Women, Peace and Security portal, and biennial publication of *Progress of the World's Women* in collaboration with UNFPA). In the MYFF, 2004-2007, UNIFEM will broaden partnerships to continue to publish *Progress of the World's Women* and will further develop its partnerships to expand the availability of timely information using electronic and traditional communications. A high priority in these partnerships will be involving academic and communication organizations from programme countries. UNIFEM will also make more effective use of electronic

communication technology in coordination with initiatives such as DevLink, the Development Gateway, WomenWatch and others to facilitate access to and use of experience.

75. *Experimentation on the 'how to' of achieving gender equality.* A core component of the UNIFEM mandate and value to the United Nations is its ability to engage in innovative, experimental approaches to gender equality. In its upcoming MYFF, 2004-2007, UNIFEM will further streamline its experimental activities through the strategic selection of a small number of pilots that it will engage in with partners. It will also strengthen its capacity to connect innovation and learning by more effectively documenting and disseminating the results of innovations by partners, making them more widely accessible.

Annex IV. UNIFEM as a catalyst for gender mainstreaming

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of the policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

76. The Economic and Social Council agreed conclusions 1997/2 cited above – contained in document A/52/3 and reaffirmed in resolution 1998/43 – followed on the Beijing Platform for Action to highlight gender mainstreaming as a key strategy for United Nations organizations towards achieving gender equality. However, experience has shown – with evidence in Executive Board decisions 2002/20, 2000/7 and 97/4 and assessments of progress toward gender equality at institutional and national levels – that while advances have been made in securing gender equality policies, they have not been matched by consistent leadership commitment, effective implementation or resource allocation to gender equality initiatives.

76. UNIFEM and many gender equality advocates promoted gender mainstreaming as a strategy long before the terminology came into being. Using the tools of gender analysis and gender-responsive monitoring and evaluation are just the beginning of a process. Transforming the mainstream to be gender responsive is not just a technical exercise. Strategic combinations of political pressure from the inside and outside, compelling advocacy, effective partnerships, long-term investments, and better understanding of the benefits of gender equality to all are preconditions for ensuring that technical processes have an influence on the long-term political, policy and programme decisions that ultimately affect women's and men's opportunities, capacities and influence.

77. Centuries of discrimination will not change overnight in response to a set of technical tools. Three ingredients are often cited as crucial and but inadequately available and/or resourced: (a) political commitment at all levels, especially by leadership; (b) mechanisms of accountability to assess progress and implementation;

and (c) technical expertise and participation of both men and women in supporting and monitoring progress toward genders equality. The distinction, often articulated, that there is a choice to be made between a gender mainstreaming strategy and women's empowerment strategy, sets out a false dichotomy. These are mutually reinforcing strategies, both of which are crucial to achieving the ultimate goal – gender equality.

78. Within the United Nations system, UNIFEM supports gender mainstreaming through three different sets of action. It relies on many partners to carry these efforts forward. This is best illustrated through an actual strategy to *begin* the process of gender mainstreaming in peace-building and post-conflict reconstruction through securing Security Council resolution 1325:

(a) *Support for women to become knowledgeable actors and empowered and informed decision-makers on mainstream issues.* UNIFEM work throughout the 1990s to support women's networks to influence peace negotiations was a first step. It involved identifying women leaders, building solidarity and common agendas between women, and working with them to learn where high-leverage opportunities to influence peace negotiations existed. In undertaking that work, UNIFEM brought in many other United Nations organizations so that they also became acquainted with the individuals, networks and approaches that could lay the groundwork for sustainable gender mainstreaming.

(b) *Linking women's priorities to policy agendas and policy-makers so that they can articulate the gender dimensions of mainstream challenges and opportunities.* Peace negotiations and post-conflict reconstruction must do more than focus on ending warfare. They can and have set the stage for gender equality in the nation-building process. Gender equality considerations have been systematically absent from peace negotiations. In the late 1990s, UNIFEM supported women to mainstream gender equality considerations into peace processes – in Burundi, for example – to gain evidence and experience about how to pressure successfully for new approaches to peace-building. Securing the buy-in and endorsement of the facilitators of the peace negotiations – including Nelson Mandela in Burundi – was a key element of the strategy.

(c) *Support awareness and use tools of gender analysis to build a case for changes in policies and programmes.* Advocating for the opportunity to mainstream gender concerns in peace negotiations one at a time is labour intensive. UNIFEM and many other United Nations and non-governmental organizations focused on mainstreaming gender equality in the processes of the Security Council as a strategy for having a broader impact. Bringing analysis of the gender-specific impact of conflict and peace-building processes directly to the Security Council – in the case of UNIFEM, through direct technical support to the Government of Namibia when it held the Presidency of the Council and by bringing women affected by conflict to give their testimonies at Arria Formulas – was important for sensitizing Council members about the issues and opportunities. In this case, partnerships within and outside of the United Nations were critical, as were the media and advocacy strategies used to attract broad-based interest in and constituencies for this effort. Resulting Security Council resolution 1325 sets out a firm basis for continued gender mainstreaming and promotion of women's human rights.

(d) *Encourage continuous constituency-building and monitoring fulfilment of Security Council resolution 1325.* Securing the policy – in the form of Security

Council resolution 1325 – was a historic step in mainstreaming gender in conflict prevention and resolution and post-conflict reconstruction. It could not have happened without an empowered constituency of women and supportive men who recognized its urgency. It places specific requirements on United Nations organizations and governments that set the stage for more gender-responsive processes. It undoubtedly already had an impact on, for instance, setting the stage for at least a small number of women to take part in the Bonn negotiations for Afghanistan. It created a much larger window of opportunity for mainstreaming gender in a whole host of processes related to war and peace. But it will not enable sustained gender mainstreaming towards gender equality without continuous and vigilant monitoring and pressure from gender equality advocates. And this, again, is a key function of the United Nations Development Fund for Women: to support growing technical capacity to implement Security Council resolution 1325 on the ground (as UNIFEM is doing in partnerships with UNDP, UNAIDS, UNHCR, UNFPA and DPKO), and to ensure that constituencies for resolution 1325 continue to grow and monitor the extent to which commitment becomes mainstream practice.